DOCUMENT RESUME

ED 222 164 IR 009 417

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TITLE School Libraries and Priorities for Development: Selected Comments.
INSTITUTION International Federation of Library Associations, The Hague (Netherlands).
PUB DATE Aug 80
NOTE 18p.
AVAILABLE FROM Paper presented at the Annual Meeting of the International Federation of Library Associations (Manila, The Philippines, August 18-23, 1980).

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Check Lists; *Developing Nations; *Educational Improvement; Elementary Secondary Education; *International Organizations; International Programs; Librarians; Library Planning; *School Libraries; Teachers; Training
IDENTIFIERS International Federation of Library Associations; Library Statistics

ABSTRACT

This paper examines the establishment and development of school libraries within a context of international educational improvement and proposes three discussion questions for the meeting of the Section on Statistics of the Management and Technology Division of the International Federation of Library Associations (IFLA). The paper is divided into nine sections, which discuss the purpose of school libraries, the improvement of school libraries and education, the familiarization of teachers with school libraries, the training of persons to establish school libraries, the educational program for school librarians, the necessity for joint planning by teachers and school librarians, the need for stimulation of the development of school library materials and equipment, the availability of computer technology to school librarians, and the collection of school library statistics. The paper also identifies three questions for later discussion including IFLA contributions to the UNESCO and World Bank education sector analyses, IFLA guidance of needed experimental projects for education, and IFLA support of a specific proposal to assist Nicaragua to form an association for professional librarians and develop a system of gathering and reporting statistics. A list of 14 references is provided. (ESR)

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ED222164

IFLA General Conference 1980

Division: Management and Technology

Section: Statistics

69/STAT/1E

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SCHOOL LIBRARIES AND PRIORITIES FOR DEVELOPMENT: SELECTED COMMENTS

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SCHOOL LIBRARIES AND PRIORITIES FOR DEVELOPMENT: SELECTED COMMENTS

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School libraries should be the concern of all persons who live in a community. Frequently, the early experiences of children with libraries are in school libraries in communities where these exist. These early experiences can encourage children to develop reading interests and library skills to locate and use information, thus providing the bases for educational achievement, rewarding uses of leisure time, and promoting lifelong learning.

School libraries need to become priorities for development in all countries. Public, academic and special types of libraries have received more attention for their development than have school libraries in all countries. Services of school libraries become especially important in "developing countries" because the proportions of children to adults are greater in the "developing countries." Investment in the human resources of a country means investment in the future of the country. Responsible officials of a country can frequently estimate the costs of establishing school libraries; they find it more difficult to estimate the cost of not providing students with materials to learn and not providing teachers with materials with which to teach.

Perhaps, the costs of perpetuating a world in which the gap between the "haves" and "have nots" is rapidly widening are incalculable. Barbara Ward, the well-known English economist writes of resources as being both the key and the roadblock in basic development as she discusses the need for sustained, rational, well planned urban strategy. She states that with the exception of the oil exporters, each Third World government faces ". . .severe constraints and obdurate difficulties of choice and priority in its capital programs."[1]

Establishment of effective school libraries can contribute to the needed development of both urban and rural communities or contribute to the problems which presently exist. In suggesting the time has come for a school library strategy and that the promotion of establishment of school libraries has ceased to be a local matter, Ward's comments concerning the need for an urban strategy provide a useful analogy to the need for a school library strategy:

> . . .No one denies that the dedication, honesty, and sense of equity of local leadership are decisive. Nor can there be any doubt about the fundamental need to draw the citizens themselves into the plans and efforts that will determine their future.

> But if world policies remain unchanged, all the honesty and all the self-help conceivable will still leave three-quarters of the planet's peoples in control of only 20 percent of its resources. Global imbalance on such a scale remains a critical determinant of the extent and success of development--in the farms and forests, in the factories, in the cities, old and new. It is in fact the ultimate determinant of the central issues of the scale, speed, and timing. No purely local effort can meet the onrush of the two billion more citizens born between 1976 and 2000.
>
> Either it is the whole world's business. Or it will not be done in time.[2]

The remainder of this paper is concerned with a list of questions and a proposal of a project which could be usefully supported by the Standing Committee, Section on Statistics, International Federation of Library Associations. Topics to be discussed in the remainder of this paper are reflected in the following list of general questions which, perhaps, may be useful to consider in a new situation about the establishment of school libraries and a system for gathering school library statistics.

1. Is there a clear vision of the purposes of school libraries?
2. What factors help or hinder the improvement of education and, therefore school libraries?
3. Are teachers trained to use school libraries to implement curricula of the schools?
4. Is there an appropriate person to guide and supervise the establishment of school libraries?
5. Is there an appropriate program for the training of school librarians?
6. Are provisions made for planning of teachers with school librarians?
7. Are provisions made to stimulate the development of materials and equipment needed for the school libraries?
8. Are provisions made for school librarians to use the technology which is available to other librarians?
9. Are provisions made to continually plan improvements of the school library services?

The proposed project is related to support for assistance to establish a professional library association and a system to gather and report library statistics in a developing country.

Purposes of School Libraries

A clear vision of the purposes of school libraries needs to be understood by all persons who are affected by them. The purposes need to be understood by responsible officials, school administrators, teachers, teacher training personnel, school library training personnel, students, parents and citizens of the school communities. Written goals and objectives for each school library should be developed by the school librarian planning with the school administrator and the teachers. To facilitate evaluation of the school library services and ongoing planning, it is useful to write the school library objectives in terms of what the students and teachers are able to do because the school library exists. All schools have finite budgets. Priorities among the goals will need to be established by teachers, librarians, and local administrators each year. Explanations of the prioritized goals and objectives will need to be made to students, parents, teacher and school library training personnel, and citizens of the school communities.

An effective school library contributes to the implementation of the goals of the school. The school library assists students to be successful in their learning activities and teachers to be successful in the planning and delivery of their instruction. The school library provides access to selected and organized collections of printed and audiovisual materials and equipment, provides instruction in uses of the materials, and evaluates the effectiveness of the uses of the materials. The school library contributes to the transmission of the cultural heritage and promotes the development of each child's competencies by assisting with implementation of curricular and recreational activities. Typical activities of a child in a school library will include reading, listening and viewing activities; lessons in how to locate, evaluate, and use information for curricular and recreational purposes; and making messages in various materials which reflect information to be shared with peers, teachers, family and members of the community.[3]

Factors Related to Improvement of Education

Difficulties may exist within educational systems for the establishment of school libraries. John D. Herbert[4] says educational systems in many developing countries fail to achieve their qualitative and quantitative objectives. Existing resources may be used inefficiently. Other resources may be unused because of traditional approaches to curricula, administration, and financing of education. Implications for changes of policies in each of

these three areas exist through the development of high-impact projects in urban education: (1) Meaningful curricula need to be developed. These curricula usually require new materials and changes in teachers' attitudes and methods. (2) Changes in adminsitrative policy may be needed in some instances to provide the decentralized means for involving institutions, administrators, teachers and parents in designing and implementing educational programs to meet local needs. (3) Needed improvements in financing ". . .may require institutional as well as policy changes."

Herbert states that the pressure of better schools and teachers in urban areas has been cited as an important cause of rural-urban migration. Some countries are experimenting with ways to expand rural education and make it more relevant to the needs of farmers' children. Experiments include non-formal vocational training, adult literacy, and mass media delivery systems.

Other experiments may need to be considered for library services related to pre-school care and education in countries where there is not reluctance to entrust young children to institutions. Some factors and needs which have helped to stimulate the demand for pre-school care and education include: (1) research findings about the decisive influence of the first years of life on a child's learning (80 percent of which is thought to occur before age 6) and their dissemination having encouraged the creation of stimulating environments, group-life situations, reciprocal contacts and interaction with increased medical and educational staff involvement; (2) desire to compensate for educational shortcomings attributed to unfavorable family conditions thereby seeking to equalize educational and social opportunities; (3) changes in structure and conditions of family life (reduction in size of families and number of children, urbanization, generation gap, distance between home and work place as well as increase in the number of one-parent families in some localities; (4) increase in female employment together with the wider issues of women's social roles, equal rights and opportunities; (5) a distinct change (encountering resistance in some countries) in values which relate to responsibilities of the family and society concerning education and care of young children.[5] Localities where industrialization is emphasized and accelerated may find increased pressures for pre-school care and education.[6]

Study may be needed concerning where experimental projects to develop school libraries should be placed in a given country. Development of prototype school libraries in a large urban area may contribute to the economic and social problems of rural migration. Needs exist in many localitites but where new projects are placed first may have implications beyond improving education in the selected locality. Concerning research and experimentation the World Bank[7] states the following in its Education Sector Policy Paper of April 1980:

> . . . Rural areas suffer the most from inadequate national administrative and analytic capacities. Because of weaknesses in the distribution of responsibilities and decisions, reforms that have benefitted urban centers may not reach the rural areas. The few that do may prove to be irrelevant if planning has been based on poor data collected from rural areas or are results of meager research done in urban centers, or innovations developed in industrial countries.

Robert T. Golembiewski[8] discusses manageable and meaningful choices open to individuals and organizations. The introduction of school libraries can expand choic for individuals as illustrated by Golembiewski's sketch:

From an Emphasis on	Toward an Emphasis on
Learning a skill	Learning to learn
Narrow needs satisfied by organizational membership	Broad range of needs satisfied by organizational membership
Being socialized in a narrow, stable, set of roles which may persist throughout life, such as being born into a caste system	Being socializable in a broad range of roles that can be variously activated as the individual grows and develops
Gaining satisfaction basically in more or less permanent identifications, attitudes, or skills	Gaining more satisfaction in identifications, attitudes, or skills that are quickly developed and which may be quickly extinguished

To successfully establish and implement the use of school libraries, educational systems may have to expand choices for organizational renewal and promote new emphasis as Golembiewski suggests:

From an Emphasis on	Toward an Emphasis on
Stability	Change or choice
Predictability and loyalty to an organization	Creativity and commitment to effective completion of tasks
Hierarchy and coercion by the few to control the many	Freedom that inheres in self-direction and self-control
Work relationships that are stable but difficult to develop and persist through obsolescence, or beyond	Work relations that are satisfying, yet can be established quickly and dissolved when no longer relevant

The World Bank's[9] Education Sector Policy Paper, issued in April 1980, says changes have been made in educational systems, which have become better structured and have reached areas previously unserved. Improvements have been initiated in the quantitative efficiency and the quality of educational systems, and the relevance of curricula to indigenous life and culture as well

as the different needs of regional populations. Reactivation of national languages and the movement toward the use of local languages in the early years of formal schooling are evidence of this effort to improve the relevance of education. Management of education, now strengthened in many countries, is being assisted by newly established units for planning, research and development.

Problems identified by the World Bank which complicate future educational improvements in developing countries include: (1) one-third of the students in developing countries not being enrolled in school; (2) one-third of the adult population being illiterate; (3) quantitative and qualitative inefficiencies being reflected in high rates of dropout and repetition, low student-teacher ratios and underused physical facilities; (4) lack of relationship between education and work; (5) lag in the development of national managerial, administrative and analytic capacities to cope with the growth in size and complexity of the education enterprise; (6) constraints by inadequate financial resources; (7) increases in aid being offset by inflation and duplicating efforts of the multiplicity of donor agencies.

The World Bank[10] will encourage countries to conduct their own education sector reviews that may involve participation by public and private management and representative groups. Hopefully, these educational sector studies would result in sets of priorities, programs and plans for national educational development.

UNESCO and the World Bank will continue to provide assistance to countries in project preparation and sector analysis, the assistance to be provided changing from direct responsibility to that of guidance. The Bank intends to cooperate with borrowers to speed up the change to the guidance process by supporting training programs to build up national technical and analytic capacities. Simultaneously, the Bank intends to continue to approach lending for education and training in an experimental posture and will analyze experiences derived from the projects to strengthen the analytical basis for the evolution of its policy of leading for education.

Proposed Discussion Question I

Should the Section on Statistics be working more closely with the sections on School Libraries and Library Education to study useful ways to

contribute to the education sector analyses processes supported by UNESCO and the World Bank so that the potential impact of improved library and information services to the educational sector studies will be considered?

Proposed Discussion Question II

Should the Section on Statistics be providing some guidance concerning needed experimental projects for education?

The World Bank has indicated willingness to support educational training programs for preparation of personnel in individual countries to develop skills in analysis of educational developmental needs and in preparation of experimental projects. When school libraries are to be established and improved, additional training programs are needed: programs to train teachers to use school libraries effectively with students, programs to train school librarians for supervisory and administrative duties, and programs to train school librarians.

Training of Teachers to Use School Libraries

Teachers need training in the use of school libraries. Teachers are the most influential persons in the school lives of their students. Teachers need to work with the school librarian to select materials to be added to the school library which are appropriate to the curricula and to the needs of their students. Teachers need to plan continually with the school librarian activities whereby students will learn to locate, evaluate and use information for educational and recreational purposes. It is only through continuous well-planned activities related to all aspects of school life that the students gain confidence and skills in using library materials effectively and efficiently. Learning how to learn is of more life-long importance than lessons designed to promote only rote memorization. Teachers who have taught their students using mostly the lecture method may need assistance in developing other ways of teaching. Consultations of Carlos Victor Penna,[11] formerly a UNESCO library consultant, with the education officials of Venezuela have been concerned with the restructuring of the training of teachers.

Training of School Librarians to Supervise and Manage Development of School Libraries

In a locality where school libraries have previously not existed, it is essential to have the leadership of a specially advance-trained school librarian, professional experience working as a school librarian, plus training in supervisory and administrative skills. Individuals, so prepared, who have commitment and dedication to establishing and improving school libraries can facilitate the rapid and efficient allocation of human and material resources needed to develop school libraries. In addition, these individuals have special practical experiences and insights to contribute to the preparation of beginning school librarians.

Training of School Librarians

Competencies as educators need to be among the attributes of persons who are trained as school librarians. Professional library training needs to be provided for individuals who have demonstrated competencies as educators. School librarians work with all administrators and teachers in the local school as well as providing many direct services to students.

In order to have appropriate impact on the training of librarians as well as the training of teachers to use library materials with students, Lawrence H. McGrath,[12] UNESCO school library consultant from Churchlands College of Advanced education, Australia, to Lesotho in Africa and to Tonga and Fiji in the South Pacific, advocates that the establishment of new school libraries should be developed through close association with a nearby teacher training institution. This advice may be more easily implemented in urban areas than in rural. However, it can be worked out, involvement with teacher training units for experimental projects in rural areas may merit implementation.

Provisions for the Planning by Teachers with School Libraries

Having teachers trained to use library materials with students and having school librarians trained to work with students and teachers will not ensure effective use of school library materials. Lucille C. Thomas,[13] library supervisor, New York City Board of Education, emphasizes time provision is needed for teachers and librarians to plan together. Local educational administrators and responsible officials who arrange time

schedules can arrange these schedules to facilitate this planning.

In addition, local administrators and supervisory personnel must be aware that effective school librarians plan with teachers, do demonstration teaching, and work with students throughout the school and in teacher-preparation and eating areas. Encouragement of the school librarian to work in this manner can be done by the local administrator in arranging with the school librarian the means whereby student groups will be supervised in the library while the school librarian conducts these professional activities in other locations.

A responsive and supportive environment within the educational system will enhance and accelerate the impact that the school library can have on the lives of students and teachers. In order to provide the desired responsive and supportive environment, educational systems may find it useful to reexamine and explicitly state their educational objectives. Illustrative of objectives which would provide useful guidance to teachers and librarians planning together to implement the curricula through use of library materials with students are some objectives developed in the state of Connecticut in the United States of America.

Six major goals of education have been identified by the Connecticut Department of Education Task Force on Educational Equity.[14] The school library program is seen as an essential ingredient in the support of school curricula and attainment of the goals because it offers learning opportunities directly to the student and provides the teacher with effective, personalized learning tools for each child. The six major goals identified are:

1. Each student learns to communicate effectively.
2. Each student accepts learning as a lifelong continuing process of self-development.
3. Each student develops the skills, knowledge and values necessary for responsible citizenship.
4. Each student increases his ability to understand himself.
5. Each student acquires habits and attitudes which have proven value for health and family life.
6. Each student applies his/her accumulated knowledge and skills to present day living.

Although it is advocated that each educational system develop its own goals and objectives so that commitment to the educational goals and objectives will be achieved by each educational system and its personnel, an example of the objectives provided under Connecticut's Goal 1 shows how this type of listing can provide guidance for teachers and librarians who plan learning experiences for children:

Goal 1 Each student learns to communicate effectively

"Each student:

Sub-goal - reads, understands, analyzes, and makes judgements and decisions about material appropriate for his/her age and experience.

Program Objective - demonstrates knowledge of pronunciation rules

Program Objective - makes inferences and draws conclusions based on a given passage

Program Objective - shows comprehension of the main idea sentence of a given paragraph

Program Objective - understands the figureative language used in a given selection

Program Objective - extracts information from maps

Program Objective - uses context clues to determine word meaning

Program Objective - identifies the emotions expressed in a given message

Sub-goal - locates printed information essential for the decisions he/she has to make

Sub-goal - develops an interest in and enjoys reading

Sub-goal - understands material that he/she hears appropriate to his/her age and experience

Program Objective - distinguishes fact from opinion in what he/she hears

Program Objective - listens adequately in scholastics, business, vocation and social situations

Sub-goal - expresses himself/herself in writing adequately in a social, business, vocational, or scholastic situation

Sub-goal - gets self-satisfaction and enjoyment from many and varied writing experiences

Sub-goal - speaks adequately in scholastic, business, vocational and social situations

Sub-goal - learns to use and interpret modern means of communication
Program Objective - relays oral messages accurately
Program Objective - accepts the worth of different dialects, accents and other language as valid means of communication
Program Objective - accepts the variety of English used for communication in different occasions
Program Objective - recognizes and accepts all of the arts as a form of communication
Program Objective - acquires the skill necessary to communicate in at least one language other than his own."

Provisions to Stimulate the Development of Materials and Equipment Needed for School Libraries

In countries where few appropriate library materials and equipment exist for school libraries, special plans may need to be made to stimulate development of the appropriate materials and equipment, publication and manufacturing of them, plus provisions for selection, acquisition, processing and distribution. With the renewed emphasis on indigenous languages for young children, special projects may be needed to convert local history and folklore into appropriate library materials which will interest the children and their parents.

Provisions for Making Library Technology Available to School Librarians

Computers assist libraries to accomplish clerical tasks efficiently and to provide information to users rapidly. Lancaster[15] says the latter function is the most important. Officials in countries which are establishing school libraries for the first time may wish to consider all functions for which computers could be used to assist with the development and services of school libraries since lack of trained personnel is a characteristic of the initial development phase. The desired functions of the computers may include the library activities of recordkeeping (acquisitions, receipt of serials, circulation and cataloging) as well as the more important activity of allowing libraries to access outside data bases.

The planning of internal data bases which summarize educational experiments and provide the possibilities of relating library materials to curricular

projects may merit development at the same time that school libraries are established so that the school library personnel may be the persons trained to use these technological services and contribute to their improvement. Video disc displays as well as various training and inservice possibilities presented by computers may provide important alternatives for training programs as well as formal and nonformal educational programs.

Provisions to Continually Plan Improvements of School Library Services

School library statistics are needed for three purposes to provide data for: (1) recommendations to national, regional, and local authorities for legislative and budgetary support; (2) planning and evaluation at the school level; (3) comparative studies of school libraries in similar socio-economic circumstances. Statistical studies and evaluative projects need to be initiated.

Comparisons of statistics among types of libraries in a single country present special problems, because school library services are related to the curricula of the schools. Having served for six years, including two years as chairman, on the American Library Association's Library Administration Division's Committee on Statistics for School Libraries and for four years on the Committee for Reference Statistics at the time that several questions concerning reference services were added to the Library General Information Survey, I learned that audiovisual materials and equipment were more important in school libraries than in some other types of libraries, that periodicals in schools could not be described in the same way that they frequently are in academic libraries, and that questions which are considered reference questions in public libraries may be termed as reading guidance in schools.

School library statistics collected among nations present several problems also. Comparability may be questioned when some school libraries are served by full-time school librarians, some are served by several part-time teacher librarians, others are served by a school librarian only part-time, and some are served by clerical personnel. Questionnaires concerning the school libraries may be filled out by administrators not directly concerned with the services. Schools in various countries are organized differently, open differing amounts of time per week, and offer varied curricula.

If there were one suggestion I would provide concerning the gathering of statistics and school libraries, it would be to include indicators of the quality of services as well as the quantity of resources needed to provide the services. Perhaps criteria about quantitative reporting should be established by asking questions, such as, What groups will need what information about the school libraries for what purposes? Criteria for qualitative questions might be derived from questions, such as, What number of students can accomplish the five most important library activities prioritized for the school year? What number of teachers have utilized the five most important library services which they prioritized for the current school year? What services has the library provided for parents and local community? In what ways has the school library contributed to nonformal and local educational programs?

If, indeed, some of the concerns touched upon this paper were to be ongoing concerns in the development of school libraries, educational officials and administrators may wish to devise prototype statistical projects to assist with the ongoing planning of school library systems. It may be useful to know if bottlenecks in the development of school library services are being anticipated from lack of finances, training, stimulation of materials development, or malfunction of equipment distribution. Allocation of finite resources can be facilitated by planning and evaluation.

In closing, I wish to propose a final Discussion Question.

Proposed Discussion Question III

Does the Section on Statistics wish to support the development of a proposal to assist Nicaragua to form an association for professional librarians and develop a system of gathering and reporting statistics?

Conversation with Orfa Baez,[16] Director of School Library Programs, Ministry of Education, Managua, Nicaragua, at the International Association of School Librarianship's annual conference in Ciudad Guyana, Venezuela, on July 18, 1980, indicated the need for support to form a national library association in Nicaragua and develop a system for gathering and reporting statistics for all types of libraries. Conversation with Martha Tome,[17] Organization of American States, on the same day indicated this would be a very timely and useful project. The Organization of American States is supporting school library development in Nicaragua this year by providing assistance to train

100 school librarians. Development of a professional library association and an appropriate library statistical system would strengthen library services in that country.

If the Standing Committee, Statistics Section of IFLA were to advocate support for the formation of a library association and the development of a library statistical system in Nicaragua, the person or persons providing guidance concerning the development may wish to follow the advices of Albert Waterston. Waterston[18] says

> There is great need in most countries, regardless of the kind of planning they attempt, to improve both the quantity and quality of planning data. But it might be the wiser course to take a more modest and realistic approach than the usual one, and include in each development plan a program for expanding and improving statistical and other data only to the extent it is needed to formulate and implement the next plan. By making provision for the blueprint in the current development plan, attention can be drawn to the need for tying in statistical improvement with planning and for providing resources in the plan to carry out the betterment program. By relating the blueprint specifically to the next plan, it is possible to concentrate on essentials only and to weed out unnecessary items. Since it is not feasible to prescribe a uniform system of data collection for all countries, blueprints should be fitted to the specific needs of each country.

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